

Message Text

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44

ACTION SS-25

INFO OCT-01 ISO-00 SSO-00 /026 W
----- 065148
R 031230Z JUL 75
FM AMEMBASSY GEORGETOWN
TO SECSTATE WASHDC 1438

LIMITED OFFICIAL USE SECTION 1 OF 2 GEORGETOWN 1036

EXDIS

C O R R E C T E D C O P Y (PARA 4)

FOR EAGLEBURGER AND ROGERS ONLY

E.O. 11652: N/A
TAGS: OGEN
SUBJECT: OPERATION CLEAN SLATE

REF: STATE 144163

1. IF,AS YOU PREMISE IN REFTEL, IWERE STARTING FROM SCRATCH TO DESIGN AND ORGANIZATION AND STAFFING TO SERVE THE OBVIOUSLY LIMITED U.S. INTERESTS ANDOBJECTIVES IN THIS SMALL COUNTRY, I WOULD WANT A UNIFIED MISSION WITH DIRECTION CENTRALIZED MORE FULLY IN MY HANDS, AND SUPPORT SERVICES SIMILARLY STREAMLINED WITHIN A SINGLE UNIT OF THE MISSION. TO BEGIN, I WOULD HAVE ALL ELEMENTS OF THE MISSION IDENTIFIED AS DIVISIONS (OR SECTIONS) OF THE EMBASSY, DOING AWAY WITH SEPARATE TITLES AND OGANIZATIONS FOR USIS AND USAID (I WOULD APPLY THE SAME TREATMENT TO DEFENSE ATTACHES, MILITARY MISSIONS, AGRICULTURAL ATTACHES, DRUG ENFORCEMENT ATTACHES, TREASURY ATTACHES, ETC; IF THE LOCAL SITUATION WARRANTED HAVING SPECIALISTS IN THESE FIELDS IN THE MISSION). I BELIEVE THE UNITARY MISSION IS THE ONLY LOGICAL ANSWER FOR SMALL ESTABLISHMENTS SUCH AS WE HAVE IN GUYANA, TRINIDAD/TOBAGO, BARBADOS, AND EVEN THE NEXT LARGER CLASS OF POST SUCH AS HONDURAS, SALVADOR, COSTA RICA, NICARAGUA ANDPARAGUAY. FOR EXAMPLE, WE HAVE BEEN ADMINISTERING AN AID PROGRAM HERE WHICH SINCE FY1971 HAS AVERAGED

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DOLS 2.3 MILLION PER YEAR IN LOANS AND LESS THAN DOLS 200,000

YEARLY IN GRANTS, WITH AN AID MISSION OF 11 AMERICANS AND 21 LOCALS. (SUPPLEMENTED LIBERALLY, I MIGHT ADD, WITH TDY PERSONNEL AT VARIOUS STAGES IN EVERY LOAN PROCESSING). THE CANADIANS MANAGE AN ANNUAL LOAN/GRANT PROGRAM OF AROUND DOLS 5 MILLION WITH TWO CANADIANS AND THREE LOCALS, AND THE BRITISH ARE SIMILARLY STAFFED FOR A PROGRAM OF SLIGHTLY SMALLER DIMENSIONS. I FIND IT DIFFICULT TO BELIEVE THAT WE COULDN'T DO JUST AS WELL WITH ONE-THIRD THE PRESENT AID STAFF.

2. IN ANY EVENT, I WOULD ORGANIZE THE EMBASSY INTO FOUR SECTIONS: (A) POLICY AND ANALYSIS-- PRESENT POLITICAL AND ECONOMIC STAFFS, PLUS PAO, FOCUSED ON REPORTING REPRESENTATION (INCLUDING MEDIA, AND ANALYSIS INCLUDING INTELLIGENCE)-- TOTAL 6 AMERICANS, 2 LOCALS.

(B) TRADE, TRAVEL, CULTURAL OPERATIONS--- HERE WE WOULD NEED 5 AMERICANS AND 8 LOCALS TO HANDLE THE PROMOTION OF OUR QUOTE PRODUCTS UNQUOTE, INCLUDING VISAS, AND COMBINED COMMERCIAL CULTURAL LIBRARY.

(C) ADMINISTRATION AND CITIZEN SUPPORT--COVERING STANDARD ADMINISTRATIVE OPERATIONS PLUS PASSPORT AND WELFARE FUNCTIONS FROM PRESENT CONSULAR OPERATIONS. --6 AMERICANS (PLUS 6 MARINES), 20 LOCALS.

D) DEVELOPMENT COOPERATION--HANDLING STRICTLY ASSISTANCE OPERATIONS AND NEGOTIATIONS, INCLUDING LOAN AUDITS AND DISBURSEMENTS, BUT NONE OF ITS INTERNAL ADMINISTRATIVE SUPPORT.--4 AMERICANS, 8 LOCALS.

3. MY CALCULATIONS OF REQUIRED STAFFING FOR THIS ORGANIZATION PLAN WOULD NEED FURTHER DETAILED STUDY, BUT THEY DRAW UPON MY EXPERIENCE IN BOTH LARGE AND SMALL POSTS AND ON EXTRAPOLATION FROM OUR CURRENT STAFFING PATTERN. THE TOTALS (21 AMERICANS, 38 LOCALS) CONTRAST WITH PRESENT MISSION STAFF (INCLUDING USIS AND USAID) OF 30 AMERICANS AND 50 LOCALS. EVEN ALLOWING FOR A 20 PERCENT SHORTFALL IN MY CALCULATIONS, WE WOULD BE WELL AHEAD

OF THE GAME.

4. NUMBERS, HOWEVER, ARE NOT THE ONLY GOAL OR RATIONALE FOR THIS PLAN. IT WOULD PROMOTE TWO OTHER DESIRABLE OBJECTIVES. ONE IS WHAT STRIKES ME AS A MORE RATIONAL GROUPING OF ACTIVITIES. FOR EXAMPLE, THE POLICY/ANALYSIS DIVISION WOULD BRING TOGETHER BOTH POLICY DEVELOPMENT AND ADVOCACY (VIS-A-VIS GUYANESE GOVT) ALONG LIMITED OFFICIAL USE

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THE LINES OF MURPHY AND STANTON COMMISSION RECOMMENDATIONS. TRADE, TRAVEL AND CULTURE SIMILARLY WOULD AMALGAMATE FUNCTIONS DEALING WITH PUBLIC AS WELL AS QUOTE PROMOTIONAL UNQUOTE SIDE OF OPERATIONS. GIVING ADMINISTRATIVE DIVISION RESPONSIBILITY FOR SERVICES TO US CITIZENS PUTS THE FUNCTION WHERE WE HAVE THE EXPERTISE AND MANPOWER, AND EMPHASIZES QUOTE SERVICE UNQUOTE ASPECT OF OUR RELATIONS WITH AMERICANS TRAVELING OR RESIDING ABROAD. IT ALSO KEEPS AMERICANS OUT OF CONSULAR SECTION WHERE THEIR ALL TOO FREQUENT INSISTENCE ON

QUOTE SPECIAL UNQUOTE TREATMENT IS INVIDIOUS FARE FOR PATIENT LINES
OF VISA APPLICANTS. FINALLY, BY REMOVING QUOTE POLITICAL
UNQUOTE AND QUOTE ECONOMIC UNQUOTE LABELS FROM OUR REPORTING
STAFF, WE WOULD BOTH ENCOURAGE GREATER CROSS-FERTILIZATION AND
DIFFUSE AT LEAST PARTIALLY SOME OF THE UNHEALTHY ATTENTION WHICH
NOW ATTACHES TO ANYONE WEARING QUOTE POLITICAL OFFICER UNQUOTE
LABEL.

5. AT SMALL POSTS LIKE GEORGETOWN THERE IS GREATER NEED FOR
VERSATILITY THAN FOR SPECIALIZATION, BUT SOME OFFICERS SHOULD HAVE
BASIC COURSES IN THEIR FIELDS, E.G. 26-WEEK FSI ECONOMICS COURSE
OR EQUIVALENT, 4-WEEK VISA COURSE, 4-WEEK COMMERCAIL OFFICERS COURSE,
AND, FOR ADMINISTRATIVE OFFICER, THE 4-WEEK BUDGET/FISCAL COURSE OR
EQUIVALENT. THE TOUR OF DUTY SHOULD REMAIN AT TWO YEARS FOR THIS
INSALUBRIOUS AND ISOLATED POST, WITH OPTION OF THIRD YEAR FOR ANYONE
SO REQUESTING WITH AMBASSADOR'S CONCURRENCE.

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ACTION SS-25

INFO OCT-01 ISO-00 SSO-00 /026 W
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R 031230Z JUL 75

FM AMEMBASSY GEORGETOWN
TO SECSTATE WASHDC 1439

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FOR EAGLEBURGER AND ROGERS ONLY

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6. MY VIEWS OF STATUS OF OTHER AGENCIES ARE PARTLY INCORPORATED IN
MY REFORMED ORGANIZATION PLAN, BUT I WOULD ADD THAT I BELIEVE AID
PERSONNEL WORLDWIDE ARE GROSSLY OVER-RANKED. ONE OF THE OBJECTIVES

OF ELIMINATING SEPARATE AID MISSIONS SHOULD BE TO CURE THIS SITUATION BY PROCESS OF ATTRITION, WHICH FACES UP TO FACT THAT AID WILL BE AROUND FOR MANY YEARS MORE BUT NEVER AGAIN ON THE GRANDIOSE SCALE OF FIRST TWO POST-WAR DECADES.

7. HOUSING AND SUPPORT--GEORGETOWN OPERATES ENTIRELY WITH GOVT-OWNED OR LEASED HOUSING AND I AM CONVINCED THAT ON BALANCE THIS IS WISE CHOICE FOR THIS POST, GIVEN SHORTAGE OF SUITABLE HOUSING, IMPORTANCE OF DECENT HOUSING TO STAFF MORALE, AND ABILITY TO HOLD COSTS DOWN BY CENTRALIZED CONTROL. WE NOW OWN THREE STAFF HOUSES BESIDES AMBASSADOR'S RESIDENCE, AND I HAVE RECOMMENDED THAT WE ACQUIRE AT LEAST TWO MORE-- FOR DCM AND PAO. ALL OUR HOUSING IS MODEST IN SIZE AND STYLE (POSSIBLY EXCEPTING COM RESIDENCE), AND IS NOT SUBJECT TO ADVERSE LOCAL COMMENT. HOUSING IS REALLY THE ONLY SIGNIFICANT SERVICE PROVIDED TO AMERICAN STAFF OTHER THAN AMERICAN NURSE TWO DAYS/WEEK (ESSENTIAL HERE). WE HAVE NO COMMISS- LIMITED OFFICIAL USE

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ARY: SYSTEM OF POOLED ORDERS PROVIDES SLOW BUT ADEQUAT SERVICE. FSL STAFF IS NOT EXCESSIVE, IS PROPERLY DISTRIBUTED FUNCTION-

ALLY, MIGHT BE BETTER TRAINED (CORRESPONDENCE OR FSI SHORT COURSES WOULD BE USEFUL). GIVEN APPROPRIATE MINIMAL TRAINING WE COULD USE DEPENDENTS IN ADMIN, GSO, C AND R, VISA AND CITIZENSHIP FUNCTIONS. IF ADMIN OFFICER OR GSO CANNOT BE GIVEN B&F COURSE, THEN I WOULD RECOMMEND THE INSTITUTION OF ROVING B&F SPECIALIST TO PROVIDE AT LEAST SEMI-ANNUAL, PREFERABLY QUARTERLY TDY SUPPORT, ESPECIALLY TOWARDS END OF FISCAL YEAR. I WOULD ASSUME OTHER ARA/CAR POSTS (PORT OF SPAIN, PARAMARIBO, BRIDGETOWN, CARACAS) RE HAVING SAME PROBLEMS WE ARE IN B&F AREA.

8. DEPUTY FUNCTINS--HAVING SERVED AS DCM IN GUATEMALA AND ARGENTINA, MY VIEWS MAY BE BIASED BUT I BELIEVE IT IS ESSENTIAL TO HAVE ONE OFFICER BESIDES AMBASSADOR WHOSE PRIMARY RESPONSIBILITY COVERS MISSION AS A WHOLE. ONLY AT A TRULY MINIATURIZED MISSION WOULD IT SEEM TO ME THAT SECTION CHIEF COULD EFFECTIVELY DOUBLE AS DCM. ONE PROBLEM WITH SECTION CHIEF AS DEPUTY IS FRICTION WITH OTHER SECTION CHIEFS, WHICH IS INEVITABLY EXACERBATED BECAUSE THE DESIGNATED DEPTY MUST HAVE A DIFFERENT, CLOSER RELATIONSHIP WITH AMB.

9. REPORTING FUNCTIONS-- WE HAVE FOUND THE AMOUNT OF TIME SPENT IN DEVELOPING AND FOLLOWING UP ON COMMERCIAL ACTION PROGRAM EXCESSIVE IN TERMS OF THE LIMITED TRADE POTENTIAL HERE AND OUR ONE-MAN ECON/COMMERCIAL OPERATION. TIME COULD BE SPENT MORE PRODUCTIVELY OUTSIDE THE OFFICE BIRD-DOGGING LEADS WHICH COME TO OUR ATTENTIN. NATURE OF GUYANESE ECONOMY JUST DOES NOT LEND ITSELF TO THE KIND OF QUOTE CAMPAIGN UNQUOTE APPROACH INHERENT IN CAP. KREBS

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